Introduced by Assembly Member Villaraigosa

February 25, 1997

An act to amend Section 130051.9 of, to add Section 130051.25 to, and to add Chapter 6 (commencing with Section 130600) to Division 12 of, the Public Utilities Code, relating to transportation.

LEGISLATIVE COUNSEL'S DIGEST

AB 584, as introduced, Villaraigosa. Transportation: Los Angeles County Metropolitan Transportation Authority: inspector general: code of conduct.

(1) Existing law requires the Los Angeles County Metropolitan Transportation Authority to appoint an inspector general.

This bill would require the State Auditor to appoint the inspector general of the authority to a term of office of 7 years, subject to confirmation by the majority vote of the board of directors of the authority and subject to removal from that office only by a unanimous vote of that board.

(2) Existing law requires the Los Angeles County Metropolitan Transportation Authority to adopt and implement an ordinance for the regulation of lobbying, to include specified minimum provisions.

This bill would prescribe a code of conduct for the board of the authority and would create a state-mandated local program by imposing additional duties on a local governmental entity. AB 584 — 2 —

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Constitution requires (3) The California the state reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures making that reimbursement, including the for creation of a State Mandates Claims Fund to pay the costs of mandates that do not exceed \$1,000,000 statewide and other for claims procedures whose statewide costs exceed \$1,000,000.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to these statutory provisions.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

The people of the State of California do enact as follows:

- 1 SECTION 1. The Legislature finds and declares all of 2 the following:
- 3 (a) In order to protect the integrity of the board of the 4 Los Angeles County Metropolitan Transportation 5 Authority (hereafter MTA) and sustain the confidence of 6 the people of Los Angeles County, it is necessary to do all 7 of the following:
- 8 (1) Articulate specific standards and guidelines to 9 assure that those entrusted with public authority avoid 0 conduct that undermines respect for the MTA.
 - (2) Provide a comprehensive statement of pertinent and regulations, ethical principles, considerations and obligations governing the conduct of board members and alternates and their staff and provide comprehensive and unified statement of ethical principles, considerations and obligations to sustain the public trust in the MTA.
- 18 (3) Enhance the understanding of the laws and ethical 19 principles that create the obligations of MTA board 20 members and alternates and their staff.
- 21 (4) Establish positive, effective and comprehensive 22 guidance for the conduct of MTA board members and 23 alternates and their staff

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(b) MTA board members and alternates enter into a special trust relationship with the people of Los Angeles County involving legal and moral obligations. One aspect of these obligations requires that those entrusted with public authority unfailingly demonstrate that they are worthy of the public's respect and committed to maintaining the absolute integrity of government.

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- (c) The people of Los Angeles County need and deserve an agency whose commitment to pursuing public 10 interest outweighs any competing personal or political considerations.
- (d) No code of conduct can anticipate all situations nor 13 can it prescribe behaviors that are appropriate to most 14 situations.
- (e) Board members and alternates and their staff must 16 exercise discretion and judgment to adhere to the spirit of the Code of Conduct codified by this act in Chapter 6 18 (commencing with Section 130600) of Division 12 of the 19 Public Utilities Code. It is essential to recognize that an 20 act is not ethical simply because it is legal and conduct is 21 not proper simply because it is permissible. Board 22 members and alternates should be willing to do more than the law requires and less than it allows. Strict compliance is not necessarily enough and attempts to evade or circumvent ethics laws and rules are improper. 26 All actions, decisions and votes should be made on their objectively merits, and without party, regional, ideological bias.
- (f) The Code of Conduct views the obligations of the 30 MTA board members and alternates and their staff in a positive way. The statements of ethical standards and specific sanctions to enforce them are not driven by negative assumptions about the character of those who serve on the board. Instead they reflect the need for clarity and a commitment to the noble dimension of democratic government.
- SEC. 2. Section 130051.9 of the Public Utilities Code 37 38 is amended to read:
- 130051.9. (a) The Los Angeles County Metropolitan 39 Transportation Authority shall appoint a full-time chief

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executive officer who shall act for the authority under its direction and perform those duties delegated by 3 authority.

- (b) The Los Angeles County Metropolitan Transportation Authority shall appoint a general counsel, inspector general, and board secretary.
- (e) The inspector general shall, at a noticed public hearing of the authority, report quarterly on the expenditures of the authority for travel, meals and 10 refreshments, private club dues, membership fees and other charges, and any other expenditures which are specified by the authority.
 - (d) Any investigatory file compiled by the inspector general is an investigatory file compiled by a local law enforcement agency subject to disclosure pursuant to subdivision (f) of Section 6254 of the Government Code.
 - SEC. 3. Section 130051.25 is added to the Public Utilities Code, to read:
- 130051.25. (a) The State Auditor shall appoint the inspector general of the Los Angeles County Metropolitan Transportation Authority to a term of office of seven years, subject to confirmation by the majority vote of the board of directors of that authority and subject 24 to removal from that office only by a unanimous vote of that board.
- (b) The inspector general shall, at a noticed public 27 hearing of the authority, report quarterly expenditures of the authority for travel, meals and refreshments, private club dues, membership fees other charges, and any other expenditures which specified by the authority.
 - (c) Any investigatory file compiled by the inspector general is an investigatory file compiled by a local law enforcement agency subject to disclosure pursuant to subdivision (f) of Section 6254 of the Government Code.
- SEC. 4. Chapter 6 (commencing with Section 130600) 36 is added to Division 12 of the Public Utilities Code, to 37 read: 38

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CHAPTER 6. CODE OF CONDUCT FOR THE BOARD OF THE Los Angeles County Metropolitan Transportation AUTHORITY

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> 130600. For purposes of this chapter, the following terms have the following meanings:

- (a) "Board" means the board of directors of the Los Metropolitan Transportation Authority Angeles County and their alternates.
- (b) "Board member" or "member" includes alternate members of the board.
- (c) "Entitlement for use" includes all contracts except 13 competitively bid, labor, or personal employment 14 contracts, regardless of whether an individual accepts, solicits, or directs the contribution for himself or herself 16 or on behalf of any other candidate or committee.
- (d) "Gift" has the same meaning as defined in Section 18 82028 of the Government Code.
- (e) "Indirect investment interest" or means 20 investment or interest owned by the spouse or dependent 21 children of an individual, by an agent on behalf of the 22 individual, or by a business entity or trust in which the individual, the individual's agents, spouse, or dependent children own directly, indirectly or beneficially a 25 percent interest or greater.
- (f) "Participant" means any person, other than a 27 party, as defined in subdivision (e), who is not a party but who actively supports or opposes a particular decision in a proceeding involving a license permit or 30 entitlement for use, including contract actions, and who has a financial interest in the decision. A person actively 32 supports or opposes a particular decision in a proceeding if he or she lobbies in person the board members or MTA 34 employees, testifies in person before the MTA, otherwise acts to influence officers of the agency.
 - (g) "Party" means any person who files an application for, or is the subject of, a proceeding involving a license, permit, or other entitlement for use to competitively bid on contracts, including contract amendments and change orders.

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1 (h) "MTA" the County means Los Angeles Metropolitan Transportation Authority.

130605. Any reference to "chief executive officer," "general counsel," "counsel," "inspector general," "board secretary," or "secretary" is to the officers of the Los Angeles County Transportation Authority appointed 5 under Section 130051.9.

- 130610. (a) The board shall appoint an ethics officer, who shall report to the board.
- (b) When in doubt as to the applicability of any provision of this chapter to any particular situation, a board member shall contact the general counsel or the ethics officer for advice.
- 130615. (a) The provisions of this chapter shall be enforced by the inspector general.
- (b) Any violation of this chapter that is also a violation of other state law or of local or federal law may also be prosecuted by the appropriate authority.
- (c) Upon notice of a possible violation of this chapter, 20 the board shall refer the matter to the inspector general for investigation. Upon completion of the investigation, 22 if the matter has been determined not to be criminal in nature and to be of such a nature that it may be disclosed, the inspector general shall report the findings to the board. If the matter is determined to be criminal in nature, the Inspector General shall refer the matter to the appropriate enforcement authorities for prosecution.
 - 130620. (a) Sanctions for violations of this chapter shall be determined by the board. The sanctions imposed shall depend upon the severity of the infraction and may be progressive unless the violation is determined to be so egregious as to warrant more severe action initially.
- 33 (b) The board may consult with the inspector general 34 for an opinion regarding the sanctions appropriate to any 35 particular violation.
- (c) Sanctions imposed under this section may include, 36 37 but are not limited to, any of the following:
 - (1) Private reprimand by the board.
- 39 (2) Public censure by the board at a regularly scheduled meeting.

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(3) Disqualification from participating in any discussion or vote on any matter related to the violation.

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- (4) Removal of the board member from one or more committees for a period of time.
- (5) Permanent removal of the board member from one or more committees.
- (6) Suspension from all board actions for a period of time.
- 9 (7) A monetary fine in an amount determined by the 10 board.
 - (c) If a board member is criminally indicted, he or she shall be suspended from all board actions for the duration of the criminal proceeding. If the board member is acquitted of the charges, he or shall return to the board as a full, participating member.
 - (d) For violations of this chapter that result in findings of criminal or civil liability, the board may recommend additional sanctions to the inspector general after the civil or criminal proceedings are completed.
 - 130625. Confidential information, particularly investigative reports for the inspector general, shall not be disseminated beyond the authorized recipient of the report.
 - 130630. The role of the board as it relates to the MTA is as follows:
- 26 (a) The board provides counsel and direction to 27 management and shall not be involved in the day-to-day 28 affairs of the MTA.
- 29 (b) Board members do not have individual power or 30 authority over the MTA. That power and 31 decision-making authority lie with the full board.
 - 130635. The rules of conduct at board meetings shall apply to all matters under consideration by the board except for ceremonial matters and are as follows:
- 35 (a) Board members shall treat MTA staff members 36 and each other with respect and courtesy.
- 37 (b) Disagreements shall not result in personal 38 comments or attacks against an MTA staff member or 39 another board member.

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(c) When any member is recognized to speak at a board meeting, the board member shall address the chair.

- (d) When two or more members address the chair at the same time, the chair shall name the member who is to be the first to speak.
- (e) When speaking, a member shall confine his or her remarks to the topic under debate or discussion.
- (f) Each member, in the order recognized by the chair, shall have not more than five minutes to speak.
- (g) Answers to questions asked by a member shall be counted against the member's five minutes.
- (h) Once having recognized a member to speak, the 13 chair shall not recognize that member to be heard again, 14 except to answer questions, until all other board members 15 have had an opportunity to speak.
 - (i) All members shall have an opportunity to speak before the chair may enter the discussion.
 - (j) After all members desiring to speak have had an opportunity to be heard once, the time for each member desiring to speak again, or for the first time, shall be limited to a maximum of three minutes.
- (k) There shall be no limit to the number of times a 23 member is allowed to speak.
 - (1) The secretary shall time the members discussion of an issue begins and notify the chair when a member's time has expired.
 - 130640. (a) Members shall not publicly engage personal attacks on MTA employees or attempt discipline any employee.
 - concerns (b) Any regarding an employee's performance shall be communicated the chief executive officer.
- 33 (c) Any concerns regarding the performance of 34 officer of the board shall be communicated to that officer.
- (d) Nothing in this section limits the right of the board 36 to evaluate board officers.
- 130645. The following rules apply to speaking and 37 38 voting at meetings by alternate members:
- 39 (a) Alternate members may not speak at meetings if the principal member is in attendance, unless permission

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to speak is granted by the chair at the request of the principal.

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- (b) Alternate member may vote only if the principal is absent.
- principal member may have only (c) Each alternate.
- 130650. Committee chairs shall present items from their committee meetings and the recommendation of 9 their committee.
- 10 130655. (a) All members shall be afforded adequate opportunity to review written motions having 12 financial or policy implications prior board to the 13 meeting.
- (b) A written motion having financial or policy 15 implications shall be referred to the appropriate 16 committee for recommendation to the full board, unless the motion is distributed to all board members not later than 48 hours prior to the board meeting or this requirement is waived by the vote of nine board members.
 - 130660. (a) Board members or their staff prohibited from soliciting or accepting any gift from MTA contractors or from persons or entities that submitted a proposal or bid for an MTA contract.
- (b) Board members or their staff shall not accept gifts 26 aggregating two hundred eighty-nine dollars (\$289) or more, as specified in Section 89502 or 89503 of the Government Code, from a single source in any calendar year.
- (c) Board members shall disqualify themselves from participating in a decision that may have a financial effect upon a source of income aggregating two hundred fifty dollars (\$250) or more or a donor of gifts aggregating two hundred eighty-nine dollars (\$289) or more, if those gifts were received within 12 months preceding the time of 36 the decision.
- 37 (d) Board members shall not accept gifts aggregating 38 more than ten dollars (\$10) in a calendar month from an 39 MTA registered lobbyist, lobbying firm, or lobbyist 40 employer.

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(e) Board members shall report on their annual Statement of Economic Interest gifts aggregating fifty dollars (\$50) or more and income of two hundred and fifty dollars (\$250) or more received from a single source 5 in a calendar year.

130665. (a) Board members or their staff shall not accept any payment made for a speech given, an article published, participation in a program, or any appearance public or private conference, at a event, meal, meeting, social 10 convention. or similar gathering.

(b) This section does not prohibit payments for actual rendered in 13 personal services connection with 14 member's practice of a bona fide business, trade, or profession.

130670. Reimbursement for travel or lodging may be 17 exempt from the provisions prohibiting gifts if the travel related to MTA business. That reimbursement. 19 however, shall be reported in the annual Statement of 20 Economic Interest. The general counsel consulted prior to accepting payment or reimbursement determine whether that reimbursement should be disqualified as a gift.

130675. Board members shall not direct any MTA 25 employee, contractor or potential contractor to make a charitable contribution to a specified agency.

130680. (a) The chief executive officer shall 28 responsible for ensuring the MTA has an independent The chief professional procurement staff. executive 30 officer procurement and designated staff shall responsible for conducing an independent, autonomous procurement process in accordance with state 33 federal law.

- 34 (b) Board members shall use objective judgment in 35 voting on a procurement award and base their decision 36 on the criteria established in the procurement 37 documents.
- (c) Board members or their staff shall not attempt to 38 39 influence the contract award.

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(d) During the procurement process, board members or their staff shall not communicate with MTA staff regarding the procurement.

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- (e) Before the staff recommendation for award is made public, board members or their staff shall only communicate with the chief executive officer or his or her designee regarding the procurement. executive officer shall keep a log of those communications and shall report those communications and responses in writing at the board meeting where action on the procurement is scheduled.
- (f) Board members or their staff shall not attempt to obtain information about the recommendation of the award of a contract until the recommendation is made public.
- (g) Board members shall not release information about the procurement to the public until the award 18 recommendation is made public.
- (h) If a board member attempts to communicate with 20 MTA staff to influence the recommended award, this communication shall be reported by staff to the inspector general.
- 130685. (a) Prior to the issuance of a request for 24 proposal (RFP), request for interest in qualification 25 (RFIQ), or invitation for bid (IFB), and ending on the 26 date of the selection of the contractor, no person or entity submitting a proposal in response to the RFP, RFIQ, or 28 IFB, nor any officer, employee, representative, agent, or consultant representing the proposer shall contact by any 30 means or engage in any discussion concerning the award of the contract with any board member or his or her staff. Any contact shall be grounds for the disqualification of the proposer.
- 34 (b) A board member who receives 35 communication from a proposer in violation of this 36 chapter shall report that communication to the inspector general. 37 The inspector general shall forward information to the director of contracts and responsible 38 procurement staff.

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(c) Board members shall not meet with a person or entity who submitted a proposal in response to the RFP, RFIQ, or IFB, nor any officer, employee, representative, agent, or consultant representing the proposer regarding submitted regarding the protest recommended contract award or any lawsuit or potential lawsuit regarding the recommended contract award.

130690. Board members and their staff shall refrain from conduct that they know or reasonably should know 10 is likely to create in the minds of reasonable observers the perception that the board member or staff member used his or her public position improperly.

130695. (a) No board member shall accept, solicit, or 14 direct contribution, including contributions candidates and committees in federal, state, or local 15 16 elections, of more than two hundred fifty dollars (\$250) from any party, or that party's agent, or from any participant's 18 participant, or that agent, while involving permit, proceeding license, a or 20 entitlement for use, is pending before the MTA and for six months following the date a final decision is rendered. 22 prohibition applies regardless of whether 23 individual accepts, solicits, or directs the contribution for himself or herself or on behalf of any other candidate or 25 committee.

- (b) No board member shall accept, solicit, or direct a 27 contribution of more than two hundred fifty dollars 28 (\$250) from any subcontractor to a contract pending 29 before MTA and for six months following the date a final 30 decision is rendered. This prohibition applies regardless of whether the individual accepts, solicits, or directs the contribution for himself or herself or on behalf of any other candidate or committee.
- 34 (c) MTA board members or their staff or agents shall 35 not solicit political contributions from other employees or 36 contractors while on duty and shall not coerce those 37 contributions.
 - (d) MTA board members or staff or agents shall not, directly or indirectly, knowingly solicit political funds or political contributions from other officers or employees of

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the MTA or from persons on the employment lists of the MTA. Nothing in this section prohibits an MTA officer or employee from communicating through the mail or by other means requests for political funds or contributions 5 to a significant segment of the public which may include officers or employees of the MTA.

(e) Prior to rendering any decision on an entitlement for use pending before the MTA, each board member who received a contribution within the preceding twelve months in an amount of more than two hundred fifty dollars (\$250) from a party, subcontractor to a party, or from any participant shall disclose that fact on the record of the proceeding.

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- (f) If a board member receives a contribution that 15 would otherwise require disqualification section, and returns the contribution within 30 days from the time he or she knows, or should have known, about the contribution and the proceeding involving a license permit or other entitlement for use, he or she shall be permitted to participate in the proceeding.
- (g) All alternates or designees to the MTA board representing members of the Los Angeles County board of supervisors are prohibited from participating in or 24 voting on a decision where the member they represent has received a contribution that disqualifies that member from participating in the decision.
 - (h) Board members and their staff shall not use MTA employees to solicit campaign contributions from MTA contractors. potential contractors. or other **MTA MTA** employees. employees and contractors and potential contractors may make contributions their
- (i) No board member or member of his or her staff 34 shall make, participate in making, or in any way attempt to use his or her official position to influence a contract decision if the board member has willfully or knowingly received a contribution in an amount of more than two hundred fifty dollars (\$250) within the preceding 12 months from a party or his or her agent, or from any participant, or his or her agent, if the board member

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knows or has reason to know that the participant has a financial interest in the matter under deliberation. This prohibition includes contributions from subcontractors.

- 130700. (a) Board members or their staff shall not participate in an MTA decision in which they know or have reason to know that they have a financial interest.
- (b) Board members shall not be purchasers at any sale, or vendors at any purchase, that is made personally by that member.
- (c) Alternate members shall not use their position to make, participate in making, or influence in any way an 12 MTA decision in which the alternate member knows or 13 has reason to know that the principle member has a 14 financial interest. This prohibition shall not apply to alternate members representing members appointed by 16 the Los Angeles County City Selection Committee.
- (d) An individual is deemed to have a financial 18 interest in a decision if it is reasonably foreseeable that the decision will have a material financial effect on that 20 individual the individual's immediate family, or distinguishable from its effect on the public generally, or on any of the following:
 - (1) Any business entity in which the board member or staff member has a direct or indirect investment worth one thousand dollars (\$1,000) or more.
 - (2) Any real property in which the board member or staff member has a direct or indirect interest worth one thousand dollars (\$1,000) or more.
- (3) Any source of income, other than gifts and other than loans by a commercial lending institution made in the regular course of business in terms available to the public without regard to official status, aggregating two hundred fifty dollars (\$250) or more in value provided to, 34 received by, or promised to the board member or staff member within 12 months prior to the time when the 36 decision is made.
- (4) Any business entity in which the board member or 37 a member of his or her staff is a director, officer, partner, 38 trustee, employee, or holds any position of management.

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(5) Any donor or, or any intermediary or agent for a donor or a gift or gifts aggregating two hundred eighty nine dollars (\$289) or more in value provided to, received by, or promised to, the board member or staff member within 12 months prior to the time the decision is made.

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- (e) This section does not prohibit a board member from participating in a decision if that participation is legally required in order for the decision to be made. In that case the individual shall disclose the nature of his or 10 her interest before he or she participates in the decision. The fact that a board member's vote is necessary to break a tie does not make his or her participation legally required for purposes of this subdivision.
- 130705. (a) Board members or their staff shall not 15 engage in any employment, activity, or enterprise that is 16 inconsistent, incompatible, or in conflict with the duties of an MTA officer.
- (b) Board members or their staff shall not use the 19 MTA's facilities, equipment, supplies, badge, prestige, or influence for private gain.
 - 130710. The MTA shall not contract with any of the following:
 - (a) MTA board members or their staff.
- (b) Any profit-making firm or business in which a 25 former board member or member of his or her staff serves as an officer, principal, partner, or major shareholder.
 - 130715. (a) Former board members or their staff shall not participate in any contract with the agency for a period of 12 months after leaving the board.
- (b) MTA shall not contract with any profit-making 32 firm or business in which a former board member or member of his or her staff serves as an officer, principal, or partner, or is a shareholder who holds more than ten percent of the stock in the company, for a period of 12 36 months after the board member has left the board.
- 37 130720. Board members shall file Statements 38 Economic Interest with the ethics officer pursuant to state law, within 30 days of assuming office, annually, and within 30 days of leaving office.

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(b) Board members shall file an addendum to the statement required under subdivision (a), disclosing all of their financial interests both within and outside Los Angeles County, including received during the reporting period by all entities in which the member is an officer, principal, partner, or major shareholder.

(c) Any amendments to the Statement of Economic Interest or addendum shall be filed within 30 days of the occurrence of the change.

130725. Any person who receives compensation to regularly provide advice, recommendations, or counsel to board members regarding MTA activities shall file a Statement of Economic Interest with the MTA within 10 days of the commencement of the consultant relationship and shall update that statement within 30 days of the end of each calendar quarter. This requirement does not 16 apply to a full time employee of a governmental entity who is already required to file a statement.

130730. Any person who regularly provides advice, 20 recommendations, or counsel to board members regarding MTA activities and also advises another agency or entity that has a financial interest in an item before the board shall be prohibited from giving advice to board members and MTA staff regarding the item.

5. Notwithstanding SEC. Section 17610 of the 26 Government Code, if the Commission on State Mandates determines that this act contains costs mandated by the reimbursement to local agencies school and districts for those costs shall be made pursuant to Part 7 30 (commencing with Section 17500) of Division 4 of Title 31 2 of the Government Code. If the statewide cost of the 32 claim for reimbursement does not exceed one million dollars (\$1,000,000), reimbursement shall be made from 34 the State Mandates Claims Fund.

35 Notwithstanding Section 17580 of the Government 36 Code, unless otherwise specified, the provisions of this act shall become operative on the same date that the act takes effect pursuant to the California Constitution.